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JUL 23 1907

STATE OF WASHINGTON (State)
Governor

SECOND MESSAGE

OF

GOV. ALBERT E. MEAD

TO THE

LEGISLATURE OF 1907

OLYMPIA, WASH.:
C. W. GORHAM, PUBLIC PRINTER
1907

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STATE OF WASHINGTON (State) Govern

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SECOND MESSAGE OF GOVERNOR ALBERT E. MEAD.

STATE OF WASHINGTON, EXECUTIVE DEPARTMENT,
OLYMPIA, January, 1907.

Gentlemen of the Senate and of the House of Representatives:

You have assembled in the tenth regular session of the Legislature of the State of Washington and the thirty-eighth since this became a separate political sovereignty. The first territorial Legislature in 1853 represented a scattering population of 3,965; the first under statehood in 1889 represented 242,048; while today, but a short half generation later, we are nearing the 850,000 mark; while by the time the next biennial term rolls around I confidently expect a population of one million.

During this half century we have grown from territorial poverty and feebleness to a commonwealth of opulence and power.

Our growth, unparalleled in the percentage of its increase, would be more noticeable were our people not spread over 69,180 square miles, an area about the size of all New England, which in itself sustains a population of nearly five and one-half millions. Estimating a prosperous farming, manufacturing, mining, fishing and trading commonwealth on the New England basis of ninety people to the square mile, we should have within the next twenty years more than six millions, exceed-

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ing the present population of any state except New York and Pennsylvania.

Such growth in the past and such possibilities for the future impose grave responsibilities on the law-making body of the state. The foundations for our prosperity should be so wisely planned and so firmly laid that the superstructure of our commonwealth may prove as enduring as the ages, a fit home for an intelligent and liberty-loving citizenship. With our great undeveloped resources for diversified farming and fruit growing in the empire east of the Cascades, with our 1900 miles of shore line for marine development, with our capacity for cheap electrical power in the hills at our very back door, with our unequalled climate for dairying and stock raising, with our unlimited coal and mineral deposits, with such fishing and lumbering resources as cannot be equalled elsewhere; with 3200 miles of main line railroad built and 2000 more under construction, with labor profitably employed in all lines of industry, and capital receiving fair returns for its investment and seeking new fields for exploitation, surely the future for this commonwealth is bright with promise. We gladly welcome to our wonderful opportunities every industrious, intelligent and patriotic person who is willing to unite with us in laying broad and deep the foundations of this empire state of the Pacific Coast.

HISTORY AND ARCHIVES.

We should not prove recreant in the duty we owe posterity in failing to preserve the early history of our

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commonwealth. Although young in years, that history is replete with deeds of valor, of self-sacrifice and patriotism. The historian is the schoolmaster of patriotism. Our public archives, which are the records of the political and industrial growth of the state, merit your earnest attention. Many of these records already have been lost or have gone to enrich private collections, while a great number are now liable to loss or to remain valueless to public officials and to students of history for lack of systematic arrangement, proper cataloging and indexing. The recent growth of the state has caused a great accumulation of new records, which, when they cease to be of current use, are carelessly stowed away in some corner. I, therefore, recommend the creation of a department of archives to care for the earlier records and their proper arrangement, to the end that they may always be available.

The various historical societies have performed commendable service in marking historical spots and in rescuing and preserving invaluable annals of our early history. The society at Tacoma, as trustee for the state, has a valuable historical collection of documents, memoirs and newspaper files. Its usefulness is weakened, and its service retarded for lack of systematic arrangement and proper support. The society is an agency of the state in prepetuating our early history, and is performing gratuitous service for the commonwealth. The efforts of its founders and officers should be encouraged, and an appropriation be made to facilitate the work in hand.

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GRAVES OF FORMER GOVERNORS.

Within the borders of the state are buried the remains of several of our pioneer chief executives. It seems but proper that the state should erect suitable monuments in recognition of their services. Notable among these neglected graves is that of William Wallace, Governor of the territory in 1861. His body lies beside that of his wife in the pioneer cemetery at Fort Steilacoom which now is part of the property of a state institution. Plans have been initiated with the imperfect means at hand to care for the graves of the pioneers there sepulchered. I recommend the erection of a monument over the grave of Governor Wallace, whose distinguished services not only to the territory but to the nation at large entitle him to this distinction. The body of Marshal F. Moore, who was a distinguished general officer in the Union Army, and who served for several years as Governor of Washington Territory, lies in the cemetery at Olympia. His memory likewise is entitled to suitable commemoration.

On assuming office I was impressed by the fact that the executive chambers, unlike those in many of the state capitols, did not contain the portraits of the former governors of the territory and state. Though without any special appropriation of funds for the purpose, I set about securing those portraits, realizing that longer delay in assembling them would make the task more difficult and costly. Many citizens, the newspapers generally, the surviving former governors, as also the friends and relatives of those who have

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died, gave me generous assistance, so that now we have the portraits of sixteen of the seventeen men who have held the office of governor. The missing portrait is that of R. D. Gholson, governor of the territory from 1859 to 1861. Governor Beckham of Kentucky and others are endeavoring to locate the desired picture. The total cost to the state so far for the collection, including framing, has been less than thirty dollars, and has been paid from the postage and incidental account of the governor's office.

I am now collecting the portraits of all the twenty-six men who have served the territory or state of Washington in Congress since the erection of the territory in 1853. The majority of these portraits is now in hand.

When the condition of the public funds will permit, all of these portraits, with those of the state and territorial judiciary, should be put in permanent form for preservation.

Mrs. Minnie Sparling Brown has delivered at the Executive office large oil paintings of the four former Governors of the State of Washington, viz.: Elisha P. Ferry, John H. McGraw, John R. Rogers and Henry McBride. A few years ago the plan of installing in the Executive office portraits in oils of the former governors, to be painted by Mrs. Brown, was suggested and received the sanction of former Governors McGraw and Rogers. I recommend that suitable compensation be made to the artist for this work, thus permitting the paintings to become the property of the state.

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ACCOUNTING OF FUNDS.

An accounting of public funds received by me and paid to the State Treasurer between January 11, 1905, the date I was inducted into office, and January 7, 1907, is as follows:

Notaries Public fees from 1,785 applicants	$ 17,850 00
Commissioners of Deeds, from 14 applicants	70 00
From Federal Government as national aid to Soldiers' Home	50,415 44
From Federal Government on 5 per cent. refund for two years of sales of public lands in state	39,122 30
From states requiring of other states extradition fees	44 50
From Elmer E. Johnston, Executive Commissioner of Lewis & Clark Exposition Commission, as refund of overcharge on freight	39 20
Total	$107,541 44

On January 11, 1905, when I assumed office, the state bonded indebtedness amounted to $1,250,000, of which $85,000 had been incurred in December, 1904, because of the depleted condition of the general fund at that period. The Legislature of 1905 found it imperative to appropriate heavily for the actual needs of the commonwealth. Not since the beginning of statehood had there been such extensive improvements projected. Various institutions and buildings were urgently needed to house the constantly increasing wards of the state. With this bonded debt, however, and these heavy appropriations, which included more than $140,000 for new buildings at various institutions, $75,000 for the Lewis & Clark Fair, $144,000 for the new department of state highways, $75,000 for the railroad commission, and appropriations for the crea-

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tion of several other needed departments, the administration has created no increased indebtedness, but has reduced the bonded debt by $10,000, so that today it is $1,240,000, while the Treasurer had on hand January 1, 1907, a total cash balance in all funds of $1,183,223.50.

FUNDS TO REVERT.

Further than this the administration will be able to return unexpended appropriated moneys on March 31, 1907, in the sum of about $140,000. Of this the highway department will turn back about $66,000; the board of control, representing savings in its management of institutions, between $30,000 and $40,000; the railroad commission about $15,000; the Lewis & Clark Exposition commission, $9,000.

The last Legislature appropriated for the Governor's office $29,900, of which about $10,500 will revert to the treasury.

Ten special funds aggregating about $300,000 lie dormant in the treasury while the state is paying interest on an indebtedness many times in excess thereof. The fund system should be abolished and the various fees and increments which go to create it should be paid directly into the general fund, an account being kept with the source of receipt—disbursements to be made from the general fund and credited to the source of receipt.

CONSOLIDATION OF FUNDS.

A consolidation of the state special funds would permit the treasurer or other authorized officer or board,

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when a large balance has accumulated in the general fund, to divert the sum in excess of a reasonable balance to the payment of the bonded debt of the state invested in the permanent school fund. By this means within a short time this debt could be materially reduced if not satisfied. The principle of paying interest on public indebtedness when the state is the principal money lender in the Northwest is wrong and its practice is a reflection upon our intelligence and business methods. Such consolidation of these funds will save in interest charges more than $10,000 annually. The aggregate balance on hand in the state treasury on January 1, 1907, was $1,183,223.50, while the state bonded indebtedness on that date was $1,240,000; had the system here suggested been in effect during the past two years, the debt could have been reduced much further without injury to the welfare of the state and the interest saved. The interest paid is not lost to the public since it is all covered into the current school fund, but the policy of sustaining a bonded indebtedness while having a larger amount of cash on hand than the sum of that debt is an evil that should be eliminated.

The permanent fund created by the sale of granted lands for the benefit of the common schools amounted on the 1st day of January, 1907, to $3,842,841.31, and is invested in state, county, municipal and school district bonds bearing annual interest amounting in the aggregate to the sum of $139,314.54.

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GRANTED LAND FUNDS.

The granted lands held by the state in trust for the various charitable, educational, reformatory and penal institutions, have produced in their permanent funds the sum of $284,817.15. That constant accretions will in time create a grand total of at least $25,000,000 in a permanent irreducible fund is a conservative estimate. No law exists whereby any officer or board is authorized to invest any of these funds other than the common school fund. I believe a Board of Finance, to be composed of the State Treasurer, the State Auditor and an appointee of the Governor, who should be Secretary, should have the management of this heritage of the commonwealth.

A sum in excess of $27,000 has accumlated, representing the aggregate of the current funds of the several state institutions. Accretions will follow during the coming two years. These funds are available for the first time in the history of the state for the maintenance of the different state institutions. To prevent their accumulation in large sums the State Treasurer should be required first to exhaust the fund credited to any of the state institutions before paying warrants from the general fund.

ACCOUNTING FOR COLLECTIONS.

Methods of handling state public funds should be devised to insure a systematic and effective check on every state official who performs the duty of collecting moneys. Under the present system no check is kept on collections made by any officer other than the ac-

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count kept by the officer charged with the duty of receiving such funds. Large amounts accumulate and occasionally a balance exists in excess of the amount of the bond required of the officer. Such a system is fraught with danger to the security of the public funds. Should the people be so unfortunate in the future in the choice of an officer who proved recreant to his trust, large sums entrusted to his keeping could be misappropriated and no complete remedy would exist for the recovery.

In urging action upon this subject, I distinctly disclaim its application to present state officials, who thoroughly enjoy the confidence of the people, and stand ready to have their accounts subjected to a searching investigation by you concerning the integrity of their official acts and conduct, but the suggestion is made as a precaution before the hour of its need arrives.

CORPORATION FEES.

The state suffers a great loss in its revenues by reason of the failure to collect from corporations a large portion of the annual license fees. This fee is a first lien upon the corporate assets and its payment should be speedily enforced. There is no reason why it should not be collected as expeditiously as are general taxes levied upon personal property. Provision should be made for the collection of this tax immediately after it becomes due, with the costs of suit chargeable to delinquent corporations. If the assets of the corporation should prove insufficient to meet the tax and costs, then it should be dissolved by judicial decree.

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These proceedings could be conducted with very little expense to the state, and would add materially to its income. The fee for incorporating and the annual license thereafter are very small as compared with other states, and it is believed that they could be increased to $25 without injury to existing corporations or without deterring the formation of new ones. This increase would add at least $150,000 annually to the state's revenues, and to that extent would relieve the burden of general taxation.

The last Republican State convention demanded the creation of the office of State Bank Examiner. I renew my recommendation in a former message that such a department be established. In addition to the public examination of state banks, such an officer should be invested with authority to examine the accounts of state and county officers and to prescribe a uniform system of public accounting.

CAPITOL DEBT.

The state has accumulated a debt against its capitol building land grant of $682,044.74, on which it is paying an annual interest charge of $26,894.75. This indebtedness is not invested in state permanent funds, the interest being paid to individual warrant holders. The management of this debt is a travesty on sound business operations. The state has a land grant of 132,000 acres for capitol purposes, the title to practically all of which has been secured. It has parted with less than five per cent. of the total acreage. I recommend the inauguration of a policy whereby the

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state in time may assume this entire indebtedness to be repaid into the state treasury from the sales of the granted lands. Interest payments would then be made to permanent fund accounts instead of to warrant holders.

In my message to the Ninth Legislature I called attention to the wisdom of framing revenue laws looking to the ultimate separation of the state from the counties in matters of taxation. Since then the Tax Commission has been created and has made an exhaustive study of the subject, the revelations set forth in its report fully supporting this policy. If the taxation of public utilities, excise and license fees, coupled with the earnings of permanent funds, arising from sale and lease of granted lands, would yield to the state sufficient revenue to defray the expenses of state government, then all the real and personal property could be released from this burden and subjected only to taxation for county, municipal and special school district purposes. No incentive would then exist for the different counties to depress their valuations to avoid the state tax. The economy and business ability of each county would then inure to its own benefit.

BOARDS OF VISITORS

I have recently invited leading citizens of the state to visit, inspect and report on the conduct of the various public institutions and departments. This policy is based on the belief that an outside view is helpful in dealing with problems that arise in connection with details of administration. The visitors I

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have appointed have served without compensation and, aside from the state officers invited to perform this service, have paid their own traveling expenses. They are, therefore, entitled to the thanks of the people for their gratuitous services in subserving the interests of the commonwealth. I recommend that hereafter visitations of this character be made regularly by members of the Legislature, between sessions, and that you provide by law for such visitations and appropriate a fund to pay the necessary actual traveling expenses of the visitors.

Under the provisions of an Act of the Legislature of 1895, two normal school buildings, one at Whatcom (now Bellingham), the other at Cheney, were erected. An attempt was made to provide for their construction from the proceeds of the sales of normal school lands. Warrants were issued in the sum of $108,799.07 to the contractors. The validity of the method prescribed for the payment of these warrants was afterward questioned and the Supreme Court held that, under the provisions of the Enabling Act by which the state acquired title to the lands, the fund arising from the sale thereof was a permanent fund and not available for the purpose contemplated by the act. Those warrants are unpaid obligations of the commonwealth, a cloud upon the state's credit. Their holders have not received a cent of principal or interest. The State of Washington should be an exemplar of good financial morals. It cannot place itself in the position of a defaulting debtor or assume to repudiate its own obligations. Its unstained credit is infinitely of more value

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than the money involved. It is but justice to the credit of the state and to the warrant holders that an appropriation be made to retire these warrants, such appropriation to be large enough to pay the principal thereof with simple interest.

SEPARATE INSURANCE DEPARTMENT.

The office of Insurance Commissioner has become of such importance that I believe it should be separate and independent of any other office. Moreover, the recent developments in regard to the conduct of both fire and life insurance organizations in the United States have been of a character to suggest the expediency and wisdom of encouraging the organization and growth of domestic companies engaged in the insurance business. The rapid and ever increasing growth of the state with the consequent increase in demand upon the time of the Secretary of State justify a separation of these offices. Therefore, I recommend the creation of the office of State Insurance Commissioner, and that the officer be chosen by vote of the people as other state officers are chosen.

RECIPROCAL DEMURRAGE.

One of the most vital commercial and financial problems confronting our manufacturers and shippers of all kinds is that of the failure of common carriers within the state to perform the functions for which they were created and in consideration of which performance they were granted their privileges, and for the performance of which the public by its support makes their existence possible.

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From all reliable information and data obtainable, I am of the opinion that three direct causes for this failure exist: First, lack of sufficient rolling stock, commonly referred to as car shortage; Second, lack of sufficient motive power; Third, lack of sufficient transportation facilities, particularly in the way of terminals, sidings and additional tracks. The railroads, on one hand, contend that the locomotive works, car works and car manufacturies have been unable to fill their orders although such orders have been properly and timely placed. They further contend that by reason of the many opportunities presented to laboring men as a result of our general prosperity it has been impossible to obtain labor with which to construct additional tracks, terminals and sidings.

Shippers, on the other hand, and notably those engaged in the shipment of lumber products and wheat, contend that these same conditions, in a greater or lesser degree, have existed for the last ten years, and that the railroads are, therefore, at fault for having constantly failed during such period properly to anticipate the future tonnage. Shippers further contend that the real difficulty lies in the railroads compelling them to insure the carriers against possible loss incident to what might prove to be an over-investment in rolling stock and motive power. The shippers assert that it is the policy of the transportation companies never to invest more capital in rolling stock and motive power than is necessary to move the entire tonnage in twelve months; in other

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words, never to have so many cars and engines on hand that there would be danger of some of them being idle for any period. Such a policy might be sound were the commerce of the state moved in a steady, well-balanced and well-distributed manner, but we all know that such a balance does not exist; that the salmon pack, the cereal crops and even manufactured forest products move less at one time of the year than at others, and hence a congestion in transportation is inevitable at the moving times under the existing system.

Be this as it may, the result is that every man, woman and child within the state is affected by reason of the traffic restrictions placed upon the shipper, whereby he is unable to conduct his business as his necessities require. Many of the most active and promising communities within the state are supported almost entirely by one or more lumber or shingle mills. When the mill must close all the laboring men in that community are thrown out of work, while the grocer and every other line of trade suffer the most extreme results. The same is equally true of the eastern part of the state. When the wheat must stand upon the platforms at the risk of the elements, or in warehouses for a considerable length of time, everyone in every line of business connected with the community from which the wheat is shipped is injuriously affected. We must, therefore, have some remedy which will afford that protection of their transportation facilities to which all shippers are

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entitled, and in my judgment it seems that a good and safe step taken in that direction would be the enactment of what is known as the "reciprocal demurrage law," drawn, if possible, in such a manner that it will be effective for intrastate business even should the courts ultimately hold it ineffectual as to interstate business.

STATE REFORMATORY.

I recommend the establishment of a state reformatory, designed according to the most approved methods, for the restraint and reformation of persons, between the ages of sixteen and thirty years, who have for the first time violated the criminal statutes. That the sentence pronounced be upon the indeterminate plan, with the parole system as incident thereto.

The creation of such an institution would not entail any additional expense upon the state for without it the state prison must be enlarged. Such an institution would relieve the congestion of labor at the state penitentiary as inmates of the reformatory for a considerable future period could render service in its construction.

It is with regret that we must note a development within the state of youthful offenders whose acts from time to time result in the greatest crimes. This calls for some immediate action different from that taken against incorrigible criminals. Children, and particularly male children, during the years of boyhood may be turned into the right or the wrong path according to conditions and surroundings. To take a boy of this

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nature, however, be he mentally deficient or morally vicious, and place him behind the bars with hardened sinners and life-long law-breakers, is a step upon a plane beneath that upon which we, as the people of a great and growing commonwealth, should walk. Such young offenders, in my judgment, should be placed in an institution where they can be brought into contact with instructors of pure character, who have been trained as alienists and who are students of sociology and the methods to be applied by them for the reformation and ultimate salvation of such offenders.

The Reform School already provided by the state is greatly overcrowded, and I recommend that some institution be created whereby the boys can be taken from the existing institution and placed in one to be so established, thereby accomplishing another much desired result—the absolute separation of the sexes in an institution of this character.

PENITENTIARY LABOR.

Owing to the inadequacy of existing laws a large number of the convicts in the state penitentiary are unemployed. This condition is costly to the state and inhuman to the prisoners, utterly at variance with the dictates of common sense and sound business methods in the management of a penal institution. The act approved March 16, 1903, permitting convicts to be employed in preparing material for road construction, should be enlarged so as to permit the use of convict labor in improving and constructing highways in the more sparsely settled sections which otherwise would

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require state aid. Work of this character, in the open air and sunshine away from prison walls, will have a direct return to the public in the value of the roads constructed, but society at large will reap a richer reward indirectly through the reformatory influences on the prisoners. The same policy should be followed in the counties and the duty enjoined upon county authorities to provide labor on the county highways for the able-bodied men serving sentences in county jails for misdemeanors.

When it is disclosed by a competent tribunal in the investigation of crime that a person has a criminal record, is not regularly employed and has no fixed place of abode, the security of life and property should not be jeopardized by permitting him to remain at large until he has committed some criminal act. A chronic criminal of this character should not be "moved on" by local authorities to become a charge on a neighboring municipality, but should be held in custody, employed on the public highways or given other occupation, and restrained of his liberty until paroled in the custody of some reputable person who will assume responsibility for his good conduct, or until it has been effectually demonstrated that he no longer is a menace to society.

The policy and laws of the state debar the manufacture by prison labor of products that might come into competition with the free labor of the state. A provision of our law exists forbidding the shipment to other states, of goods manufactured by convict labor. Prison-made goods from other states, however, are

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shipped freely into this state and are sold in competition with the product of our free labor. This condition is manifestly unfair. I am advised that federal legislation on the subject is pending in congress to correct this injustice. A memorial upon the subject requesting restrictive legislation would be timely and might effect good results.

CARE OF INSANE.

The duty of promoting means for the recovery of patients commited to the state hospitals for insane is paramount to the obligation of providing places for their detention and restraint. More effectually to improve the management of these institutions and to achieve a greater success in furthering the recovery of the state's unfortunate wards; the hands of the executive should be strengtheded by providing adequate salaries for the superintendents and a corresponding increase in the salaries of the assistants. This expenditure would permit the state to invite physicians ably equipped in education and experience to render this service. The present salaries of superintendents was fixed by law in 1901, since which time their duties have multiplied on account of the greater accessions to the hospitals. The state, for humanitarian and economical reasons, can well afford to invite the leading alienists of the commonwealth to perform this important work. The inadequate salaries now provided are, however, a serious handicap in extending the effiiciency of our institutions to improve the condition of the insane.

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The unparalleled growth and development of the state has, with the heavy increase of population incident thereto, brought upon us increased burdens. These burdens we must take up and dispose of in a way commendable and in keeping with the history of the nation. The time has arrived when we are frequently coming in contact with the aged, the infirm, the maimed and the helpless who from injuries sustained or from the wear of years are incapable of maintaining themselves, and who are without relatives and friends who should assume the responsibility of their care. A state infirmary or some similar institution should be provided for such purpose, and with the present prices of material and labor it might be well to consider the purchase, if possible, of some one of the large unoccupied buildings which are known to exist at different points in the state and which doubtless could be acquired at far less than their original cost, thereby saving to the state not only a large percentage of their original cost, but the entire additional amount which it would cost to reproduce similar buildings at this time. Such a step would also go far to guarantee that the daily walks of our citizens will never be interfered with by the hand of want being held before them in a land of plenty.

ENFORCEMENT OF LAW.

As a people devoted to the supremacy of the law, we may justly pride ourselves that we rank among the highest. No grave public disturbance, riot or lynching has occurred within the limits of this state within

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the time I have had the honor to act as its Chief Executive. The military arm of the state has not been invoked to perform any duty other than to promote its own efficiency and to extend relief in deeds purely charitable. Differences have been settled by mutual concessions, arbitration and in the tribunals provided by law. A few homicides, appalling in their atrocity and shocking to the moral sense of our people, have recently disturbed the sacredness and security of human life. The cries of the victims should be answered with measures of restraint to prevent a recurrence, whether the assassin was suffering from ungovernable frenzy, mental disorder or malice. Accounts of such crimes emanating from the court-rooms contain a message directing our attention to the duty of strengthening the arm of public prosecutors in the administration of justice.

The time and labor devoted to, and the expense incurred in, the trial of criminal causes may be reduced without doing injustice to the accused. Trials under our present procedure may decline into an ordeal to test the physical endurance of courts and juries rather than to determine the criminal responsibility of the defendant. In a trial unnecessarily prolonged jurors may become weary from restraint and impatient with delay, and, therefore, incompetent to discharge their full duty to the state and the accused, allowing, in a few instances, criminals to go unwhipped of justice.

The great length of time required to secure juries in criminal trials, and the unnecessary expense in-

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curred, suggests the advisability, without abridging the administration of justice, of amending the law relating to peremptory challenges and challenges for cause. The number of peremptory challenges should be reduced and the grounds relating to challenges for cause confined to reasonable limits.

THE JUDICIARY.

All doubts should be set at rest by a proper amendment of the law defining the judgment to be entered where a person charged with a grave offense is acquitted under the plea of insanity. In such cases the person charged should be committed to an insane department of the state penitentiary, and should remain there during his natural life, or until such time as a competent tribunal or board of alienists, with the approval of the Executive, shall direct his discharge.

The present salaries of the justices of the Supreme Court and of the judges of the Superior Courts are entirely inadequate to the demands of the positions. It is a matter of common knowledge that members of the bar possessing high legal attainments, ability and character must make financial sacrifices for the honor of serving on the bench, and that too, with a tenure of office shorter in this state than in many others. The tendency in the commonwealths of the Union is steadily toward a higher paid judiciary. I recommend an increase in the salaries of Supreme Court and Superior Court judges.

I recommend the passage of a law providing for sittings of the State Supreme Court at stated times in

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the city of Spokane for the purpose of hearing cases arising in all or a portion of the counties of Eastern Washington.

PUBLIC PRINTING.

The public printing law, enacted by the legislature of 1905, by which the office of public printer was created has worked satisfactorily. Owing to the fact that many of the department reports are now being printed, it is impossible to give here the exact figures on the relative cost between the new and the old systems. We do know, however, that the present system has proven much more economical than the old, and that, as a whole, the state has received more printing for less money than under previous systems. An appropriation of $60,000 was made by the Legislature of 1905 for the printing for the current biennial period, a sum less than the work had cost for the previous biennial period by several thousand dollars. The understanding at the time of the passage of the act was that the printing for the five institutions of higher education, for the National Guard and for certain other purposes was not to be paid for out of the $60,000, but the text of the bill was so prepared that it was imperative to adopt the opposite view and do this work out of the lump sum appropriated. Even with this heavy burden added, the work has been done without a deficit and that in the face of the fact that there are several new departments of the government, such as the Tax Commission and Railroad Commission, requiring a great deal of expensive printing and binding.

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TRANSPORTATION DISASTERS.

Horrified as we frequently are by the many accidents on land and sea, and having the testimony of statisticians that far more fatalities occur in the daily walks of life than in the most sanguinary warfare, it is evident that action should be taken more effectually to safeguard the lives of passengers and crews in our transportation service. Where employes are overworked and their senses benumbed by loss of sleep they are incompetent to be entrusted with the safety of human lives. It is asserted, too, that the shortage of cars and delay in train service are due in no small measure to loading the trains with excessive tonnage, causing slow running time and long hours of labor. A law regulating the hours of service, therefore, would solve other problems than that of lessening the casualties of travel. Only efficient and experienced men should be employed in this service. Official inspection, with authority to correct abuses, of car and engine equipment, tracks, bridges and crossings would tend to protect the lives of travelers and of those employed in the service.

ALASKA-YUKON-PACIFIC EXPOSITION.

The most important subject for your consideration in conserving the welfare of the state and guarding its treasury is presented in the proposal to extend aid in the construction and maintenance of the Alaska-Yukon-Pacific Exposition. The growth of the commonwealth, the intense energy and patriotism of its citizenship, our interests in the affairs of the world

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find concrete expression in the plan of holding here on the shores of Puget Sound a great international fair.

The project of the exposition is one that deserves the earnest support of every patriotic citizen of the entire Northwest. The undertaking is one of gigantic magnitude. For every dollar of public or private funds invested in the enterprise, the state will receive a return in multiplied fold. Sound business judgment and civic pride in the state's welfare justify an appropriation measured in amount by the ability of the state and its paramount duty to carefully maintain its institutions and departments.

The expediency of co-operating with the management of the exposition was endorsed in the platforms of the two great political parties. That endorsement was affirmed by the people in the November election. I may assume, therefore, that the real vital question for you to answer is what amount, in your judgment, should be appropriated.

To prevent derangement of the state's revenues as now provided to meet the usual expenditures, I recommend that provision be made in the measure for a special levy upon the taxable property of the state for the years 1907, 1908 and 1909 to raise the sum appropriated.

The aims and purposes of the exposition are: To make more widely known the constantly increasing importance of Pacific ocean commerce in which the State of Washington rapidly is becoming the chief beneficiary; to demonstrate the opportunities for the

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extension of our trade in the regions whose transportation is furnished chiefly by the Pacific ocean; to exploit the resources and the natural wealth and opportunities in Alaska and in the Canadian Yukon Territory; and, finally, to demonstrate the progress of Western America in the past century.

The state is to receive a direct as well as an indirect return from its investment. The money expended by the state in the exposition in a large measure will be for the construction of buildings that later will become permanent structures for the University of Washington, on the grounds of which institution the exposition is to be held. Other buildings to be constructed from other funds are to become the property of the University, and hence of the state, at the close of the fair.

I direct your careful attention to the Jamestown Exposition to be held during the current year near Norfolk, Virginia. This exposition will rank among the most pretentious and representative that have been held in the world. This state should be properly represented on that historical ground. We may well afford to co-operate with the grand old commonwealth of Virginia in making this exposition a great success.

RECOMMENDED LEGISLATION.

I recommend most earnestly the enactment of the measures mentioned in the platforms of the two great political parties in the state campaign of last year, namely:

1. The division of the state into congressional districts.

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2. The proper safeguarding of all public funds placed on deposit and fixing the rate of interest which depositaries should pay on such funds into the public treasury.

3. The installation of additional machinery in the factory operated by convict labor at the state penitentiary for the manufacture of jute fabrics, so that the increased product may tend to regulate its price to Washington farmers.

The party platforms on which candidates for office were elected in 1906 were in unison in favoring the enactment if a direct primary election law. The discussion of this subject has developed such a distinct manifestation of the popular will tbat I am warranted in assuming that you will enact such a law in accordance with the views of the people.

Following the language of the Republican party, it should be so framed "as to secure the nomination of United States senators, congressmen, all state, county and municipal officers by direct vote of the people."

These vital principles of self-government also should be preserved: The humblest citizen should have an equal chance with the aspiring millionaire in his ambition to serve the people in public office. Corporate favor or a plethoric purse should not be a prerequisite to the privilege of holding office. The act should not discourage genuine leadership nor obliterate party organizations, but it should disarm the power of the political autocrat. If the primary election follows the meeting of a convention that has adopted a concrete declaration of principles, party organizations

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will be maintained and confusion and a multiplicity of platforms obviated.

Your attention is directed to the provisions of an act of Congress known as the Adams Bill, which act was approved March 16, 1906. This measure made an appropriation of $5,000 for the current year to the State Agricultural Experiment Station of each state, and provided for increasing the amount of this fund by $2,000 a year until it amounts to $15,000 a year. It set forth, however, that the grants of money were made subject to the legislative assent of the several states and territories to the purposes of the grants, but provided that payments on installments of the appropriation falling due to any state or territory before the regular session of the Legislature, meeting next after the passage of the act, should be made on the assent of the Governor thereof. Accordingly, on April, 7, 1906, I gave my assent to the provisions of the act. I recommend that the Legislature now give its assent as provided in the law.

WATERWAY IMPROVEMENTS.

The Columbia river coursing through our state and along its southern boundary is an immense stream which, with its tributaries, but for natural obstructions, which can be overcome, would teem with commerce. It is the natural outlet for Eastern Washington, and should afford a cheap means of transportation which would add much to the profits of agriculture in that section and assist materially in its upbuilding. The importance of its improvement is

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generally understood. Oregon has made substantial appropriations in aid of its navigation, and Washington producers are enjoying benefits therefrom. We should join efforts with Oregon and the federal government in bringing about an open river from its navigable sources to the sea.

Our harbors should not be allowed to fall entirely under private control or to become the subjects of monopoly. The tide-lands were a generous heritage, the proceeds of sales of which should have been treated as a trust for public improvements. The use of the funds derived from the sale and lease of these lands for the ordinary expenses of government would seem unwise. The growth and development of our shipping affects, and is a matter of concern, to the whole state, and these funds should be conserved and devoted to the improvement of our harbors. I renew my recommendation for the creation of a commission made up of representative citizens, to serve without remuneration except for necessary expenses, to suggest legislative action in this behalf.

Perhaps nothing so influences the development of a growing country as its means and methods of transportation and the condition of its thoroughfares. While we are providing generously for state highways, we should not lose sight of the fact that the state is traversed by great rivers which offer a serious obstruction to travel by land. To bridge these would impose an expense upon the immediate localities which they are not able and should not be called upon to bear. Neither is it fair to the traveling public that it should

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be called upon to attorn to private concerns for the privilege of crossing them. The bridge across the Snake river, connecting Clarkston with Lewiston, Idaho, is the converging center of travel for a large part of the immigration coming into Eastern Washington. During the past year it was crossed by approximately a quarter of a million vehicles and foot passengers, who were compelled to pay generously for the privilege. Governor Gooding, of Idaho, has recommended the appointment of a committee from both branches of the Idaho Legislature to meet a like committee from this state. I recommend that such a committee be appointed to meet with the Idaho committee for investigation and discussion and to report on the advisability of co-operating with our sister state in providing a public bridge at this point.

INTERNAL AFFAIRS.

In accordance with the established policy of state aid in the construction of inter-county highways, it would be well for the Legislature to take account of the natural barrier to free traffic that is constituted by the Columbia river. By private enterprise assisted by a liberal bonus raised by the citizens of Wenatchee, a bridge is being constructed across this stream at Wenatchee to serve the ever-increasing demands. When completed, this bridge, under present plans, will levy a toll upon all traffic Toll bridges and toll roads have no place in the economy of a modern state. It is as much the duty of the state to furnish free traffic over the Columbia river as it is to assist in

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the construction of state highways over that other natural barrier, the Cascade mountains. I recommend, therefore, that you take steps to secure to the state the bridge named, so that it may be operated free to the people of the several counties it will serve.

I recommend that you provide for making effective the legislation of 1901 and 1903 regarding a state geologic, topographic and hydrographic survey in cooperation with the United States Geological Department, the sum appropriated to be effective on the condition that the federal authorities expend an equal amount.

The recent visitation of high waters in a few of the streams and rivers of the state resulted in discomfort to the inhabitants in the flooded districts, great injury to property, and a general suspension of business for a brief period. A spirit of cooperation among the sufferers from floods has resulted in the promotion of plans that will be submitted for your approval tending to forestall future losses in districts liable to such disasters.

NATIONAL GUARD.

The National Guard has progressed steadily along the road to higher efficiency as citizen soldiers. This fact has been most thoroughly demonstrated in the maneuver camps recently held within the borders of our state, which proved the ability of our men to perform their duties in a manner as efficient as those of the regular army. Particularly have the officers of the National Guard of Washington appeared to the best advantage. Most of them have served in their present capacities a number of years, and a great

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many are veterans of the Spanish-American war. These officers in the maneuver camps were given command and assigned to duty along with the officers of the regular establishment, and I am proud to say were, in every instance, found capable and efficient. Too much praise cannot be given those men who sacrifice time and money to become efficient officers and men in a National Guard organization, and I feel that every encouragement should be offered to induce them to become experts in their line of work, so that upon a call by the federal government, the State of Washington can furnish a volunteer force that will be a credit to themselves and to the state.

The construction of armories in the cities of Seattle, Spokane and Tacoma, under the provisions of an act approved March 16, 1903, has been delayed and work thereon suspended by reason of a decision of the State Supreme Court declaring the act unconstitutional. The construction of armories is primarily a duty of the state government. I recommend that early in your deliberations a measure be enacted that will in effect carry out the legislative intent expressed in the act of 1903. The expense of construction to be borne by an appropriation from the State Military Fund.

GENERAL RECOMMENDATIONS.

The Ninth Legislature adopted a resolution appointing a committee to recommend to this body some suitable gift to be presented to the armored cruiser Washington, then in process of construction. The cruiser was launched with due and impressive cere-

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monies on the 12th day of March, 1905, at which ceremonies the state was properly represented. The committee has selected an appropriate gift, consisting of a silver service, to be presented to the vessel. I recommend the adoption of the report.

By Act of Congress approved March 3, 1905, the United States conveyed to the city of Tacoma the military reservation known as Point Defiance Park for a recreation ground. The tide lands in front of the park are owned by the state and might be sold to private individuals or corporations. The state should imitate the generosity of the government and donate these tide lands to the city of Tacoma for park purposes.

The present system of enrolling bills which have passed both branches of the Legislature is cumbersome and unsatisfactory. The services of the State Printer may be profitably substituted for the labor of the enrolling clerk in the preparation of the enrolled bill. In its printed form its permanency is assurred and the possibilities for inaccuracies lessened. If the type used in printing the bills for enrollment was preserved, and the form of the enrolled bill made to conform to the form of the session laws now in use, more than a month's time could be saved in the preparation and delivery of the session laws following the close of the session of the Legislature.

To furnish information covering every part of the state, its resources and industrial development, I urge the creation of a State Board of Publicity, consisting of appointive officers with the State Librarian as

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Secretary, to serve without extra compensation. This board to be allowed funds for postage, supplies and clerical assistance, and given authority to obtain reports from state, county and municipal authorities. The data thus secured to be furnished without expense to all applicants, particularly to each and every newspaper of the state.

For the collection and dissemination of information useful to the agricultural and horticultural interests of the state, I recommend the creation of a State Board of Horticulture and Agriculture. The members of said board to serve without pay except necessary traveling expenses, and to consist of the president of the State College of Washington, the State Fair Commission, the State Grain Inspector, the State Veterinarian, the Dairy and Food Commissioner and the Horticultural Commissioner.

The health as well as the prosperity of our people merits your attention. The field of usefulness of the State Board of Health should be enlarged by clothing it with power to protect the purity of water used for domestic purposes, and to approve or condemn plans for sewage disposal, and obtain an accurate statement of mortal and vital statistics.

The agitation for the prevention of tuberculosis has found ready response in the organized efforts of the medical profession of the state assisted by earnest laymen. Those interested in the anti-tubercular crusade will offer for your consideration plans for the establishment and maintenance of a state sanitarium for the treatment of sufferers from this dread disease. You

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will exercise the highest form of benevolence and charity and advance the state to a high place among the commonwealths of the Union if you establish at a suitable location an institution of this nature.

UNIVERSITY LANDS.

I invite your attention to that portion of the report of the State Tax Commission which deals with the lands of tne State University not included in the so-called granted lands. This property should be so handled as to make it available as a security asset, that the state at large thereby may be relieved in some measure from the burden of taxation now made imperative by the needs of the University. I recommend that you enact such legislation as will facilitate this object.

I am in accord with the leading educators of the state in the belief that a commission should be appointed to recodify the school laws of the state, and that provision be made for the systematic inspection and supervision of high schools by the state department of public instruction; also that expert supervision of school district finances be prescribed.

I favor the enlargement of the law defining the qualifications of notaries public and members of boards and commissions to the end that women may have equal opportunities with men to serve the state in these positions of honor and trust.

The subject of proposed legislation in many instances is so intricate that a law-making body is generously disposed to welcome those who offer information

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for its guidance. Representatives of the people attending sessions of this body are always given a fair and considerate hearing. There is, however, a distinction between advice of this nature and that offered by those known as professional lobbyists. Their corrupting influence is one of the patent public evils that demands restriction. Their intrigues, always in opposition to the highest and best interests of the commonwealth, should be made as odious as treason.

IN CONCLUSION.

In conclusion, I wish to direct your attention to a matter of great importance. Legislatures in the past have adhered to the custom of doing the greater and the most important part of their work in the closing days of the session. This body could wisely make a departure from this rule that would perpetuate its members in the grateful remembrance of the people as well as better satisfy themselves. Few bills are introduced unless some citizen has an interest in their passage or believes their enactment would be for the good of the state. It must be apparent that to crowd into a brief period at the close of the session much important legislation can only result in one end—and that not only a bad but a dangerous one. Bills may be rushed through and become laws that should never be passed, and much meritous legislation may be sidetracked or overlooked. If this egislat ure should begin its actual labors at once, and, by strict application to duty and prompt attendance at committee meetings, do all the business possible during

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the first half of the session, every bill would have a fair and intelligent consideration and every member would be better satisfied at the end than if his measures had been arbitrarily shelved by a "sifting" committee. The sixty-day limit as fixed by the constitution is ample for the business if each individual member works with a determination to give thorough and fair consideration to all measures introduced. In my judgment you can in no better way serve the people by whom you have been elected than to be careful as to what laws are passed and in seeing that those that do pass are in proper form and free from constitutional objections. You cannot do this under the system of legislation that has been heretofore observed. I earnestly hope that the idea of procrastination will not be evident in this body and that the better system of dispatch will take its place.

May I extend to you the hope that your relations will be fraternal, and that no act of the law-making body of the state will tend to destroy or interfere with the marvelous prosperity this state is now enjoying, and that it will be your aim to minister to the happiness, comfort and prosperity of our people, to the end that this session will be the brightest in the annals thus far of our state's history.

ALBERT E. MEAD,
GOVERNOR.

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